



CALIFORNIA DEPARTMENT OF EDUCATION

Developing Highly Qualified Teachers and Administrators Initiative

A White Paper on Developing Highly Qualified Teachers and Administrators for California Schools, California Department of Education, February 2006

To maintain California's position as a world-class leader both economically and technologically, the state must continue to develop and support a world-class educational system. This includes ensuring that there is an adequate supply of highly qualified and effective teachers and administrators who are prepared to meet the challenges of teaching California's growing and diverse student population. The state must also ensure the equitable distribution of the most well-prepared teachers and administrators throughout the state, particularly in low-performing schools that serve a disproportionate number of poor and minority students, English learners, and special education students. The single most important influence on student learning outside the home is the teacher. From preschool through grade twelve education, good teachers form the foundation of good schools.¹

Research confirms the importance of strong leadership for district and school improvement, particularly in turning around low-performing districts and schools.² Leadership is second only to classroom instruction among all school-related factors that contribute to what students learn at school.³ Good schools are led by good principals, and good principals are supported by strong leadership at the district level. The increasing demands of the state's accountability system and the requirements of the federal No Child Left Behind Act (NCLB) of 2001 hold everyone responsible for high, common standards for academic performance for all students. Pressure is being placed on actors at all levels, from students to teachers, principals, and district leaders, to produce documented evidence of successful performance.⁴ Recruiting and developing highly qualified teachers and administrators is the most important investment of resources that local, state, business, and community leaders can make in education.

Background

Over the past decade California's public education system has undergone unprecedented change. The state's standards-based reform movement has transformed the focus and goals of public education, challenged schools to set higher expectations for all students, and holds everyone from superintendent to students

¹ "Teaching Teachers: Professional Development to Improve Student Achievement," *American Educational Research Association, Research Points*, Vol. 3, Issue 1 (Summer 2005), 1.

² *State Policy Framework to Develop Highly Qualified Educational Administrators*. Prepared by The Council of Chief State School Officers, 2005, p. 31.

³ Ibid.

⁴ Ibid.

responsible for academic performance.⁵ Policymakers have focused on improving California's educational system by lowering class sizes in the primary grades, establishing standards across the curriculum, and initiating a standards-based assessment and accountability system. The state's accountability system has been expanded to include new standards tests and the *California High School Exit Examination (CAHSEE)*. Most recently, the state has been developing standards for preschool education. With the implementation of requirements of the federal No Child Left Behind Act of 2001, including the highly qualified teacher requirements, the state has one of the most rigorous standards and accountability systems in the country.

As a result of these efforts, California students have continued to improve in academic performance, as indicated by the results of the 2005 Standardized Testing and Reporting (STAR) Program.⁶ Test scores in reading and mathematics are up in every grade, and more students are passing the high school graduation exam. In significant part this effort has been aided by a comprehensive state strategy that includes:

- High academic expectations in the core subject areas of English–language arts, mathematics, science, and history–social science.
- State Board of Education-approved standards-based instructional materials that give teachers the tools necessary to deliver more rigorous content.
- The statewide STAR Program that provides for the disaggregating of numerically significant subgroups by ethnicity, English-language fluency, disabilities, and economic status. This information allows for local examination of student progress and determination of need for intervention programs and strategies.

However, challenges still remain. The graduation rate in California and test scores on state and national examinations point to continued problems with educational quality and equity, particularly among historically underserved poor and minority student populations:⁷

- Results from the 2005 National Assessment of Educational Progress indicated that only 22 percent of California fourth graders and 21 percent of eighth graders scored at or above the proficient level in reading.
- The state's 2002 high school graduation rate stands at 71 percent. Graduation rates for minority students trail behind: 57 percent for African Americans and 60 percent for Latinos.
- Only 19 percent of African American students and 16 percent of Latino students in the graduating class of 2003 were eligible for admission to campuses of the California State University, compared with 34 percent of white students and 48 percent of Asian American students.

⁵ Jackie Teague, Barbara Miller, and Mary Perry, "Help Wanted: Top Administrators to Lead California's Schools," *EdSource* (March 2001), 1.

⁶ 2005 Standardized Testing and Reporting (STAR) Results. California Department of Education.

⁷ C. E. Esch and others, *The Status of the Teaching Profession, 2005*. Center for the Future of Teaching and Learning, 2005, p. 1.

- Only 10 percent of English learner (EL) students scored proficient or above in English–language arts on the 2004 *California Standards Test (CST)*. Only 39 percent of EL students were able to pass the English-language arts portion of the *CAHSEE* in 2004 compared with 81 percent of English speakers, and only 49 percent of EL students could pass the mathematics portion compared with 78 percent of their English-proficient peers.⁸

This white paper focuses on the challenges of developing highly qualified teachers and administrators for California schools. California has a long-standing commitment to providing quality education at all levels. It is time for policymakers from local and state educational agencies, institutions of higher education, and business and community members to band together to initiate and support programs and policies focused on the recruitment, support, and professional development of California's teacher and administrator workforce.

The Initiative

The initiative Developing Highly Qualified Teachers and Administrators for California Schools proposes state and local policy actions to guide the entire education community toward the goal of ensuring an adequate supply of highly qualified teachers and administrators for California schools. The initiative is focused on two critical components for developing and supporting the state's teacher and administrator workforce. State lawmakers, the Governor, the California State Board of Education, and the State Superintendent of Public Instruction must collaborate in seeking legislation, enacting policy and regulatory changes, and aligning all efforts toward the goal of improving California's teacher and administrator workforce.

- Developing Highly Qualified Teachers for California Schools
 - Recruiting highly qualified teachers
 - Enhancing preservice education for teachers
 - Expanding induction for beginning teachers
 - Providing high-quality professional development for experienced teachers
- Developing Highly Qualified Administrators for California Schools
 - Recruiting highly qualified administrators
 - Enhancing preservice education for administrators
 - Implementing induction programs for beginning administrators
 - Providing high-quality professional development for experienced administrators

Developing Highly Qualified Teachers for California Schools

California's teacher workforce is the largest in the country with more than 300,000 teachers serving a student population of over six million. During the past decade

⁸ 2004 California Standardized Testing and Reporting (STAR) Results. California Department of Education.

substantial progress has been made in reducing California's teacher shortages. The growing number of teachers without full credentials, created by class size reduction in the mid-1990s has been reduced by half, from 42,000 in 2000-01 to around 20,000 in 2004-05, approximately 7 percent of the total teacher workforce. Projections are that the demand for teachers will continue to grow through 2014-15.⁹ Thirty-two percent, or 97,000, of California's 300,000 teachers are projected to retire within the next ten years, approximately one-third of the teacher workforce. Further adding to the teacher shortage problem is the declining enrollment of students in university and college teacher preparation programs. Over a four-year period, enrollment of credential-program students declined by 4 percent (from approximately 76,000 to 73,000) from 2001-02 to 2002-03, and by 8 percent (from approximately 73,000 to 67,500) from 2002-03 to 2003-04. Absent any substantive policy interventions focused on the development of the teacher workforce, severe teacher shortages are predicted to return over the next decade because of the large number of teachers projected to retire from the workforce and the decreasing number of newly credentialed teachers by state and university teacher preparation programs.

Recruiting Highly Qualified Teachers

California continues to experience severe shortages of qualified teachers for specific teaching assignments. Mathematics and science, long identified as shortage areas, continue to be problematic with between 10 percent and 13 percent underprepared teachers (teachers who do not hold a full credential). Another critical shortage area is special education. Approximately 10 percent of California students are designated as needing special education services. In 2004-05 14 percent of all special education teachers were underprepared (teachers who do not hold a full credential). Among first-year special education teachers, nearly half (49 percent) were underprepared.¹⁰

In addition, there is a critical need for California to increase the number of teachers prepared to teach English learners. There are nearly 1.6 million English learners in California, a number that has increased by 26 percent between 1995 and 2005. The 2004 data indicate that 41 percent of students enrolled in California schools were reported as having a home language other than English. English learner students make up approximately 25 percent of California's total school population. Approximately one out of every four children in California public schools is in the process of acquiring English-language proficiency.¹¹ In California, teachers with one or more English learners in their classroom must have the proper authorization and training to teach EL students. In a 2003 survey 87 percent of teachers reported having English learners in their classroom. At the same time only 47 percent of those teachers reported being certified to teach EL students, and only 40 percent reported having adequate training related to

⁹ C. E. Esch and others, *The Status of the Teaching Profession, 2005*. Center for the Future of Teaching and Learning, 2005, p. 15.

¹⁰ *Ibid.*, p. 31.

¹¹ 2004-05 DataQuest. California Department of Education. <http://data1.cde.ca.gov/dataquest>

second-language acquisition.¹² In 2004-05 fewer than half (48 percent) of all fully credentialed veteran teachers (with more than five years of teaching experience) had an EL authorization.¹³

California must also address the unequal distribution of the most well-prepared and experienced teachers in schools throughout the state. Data gathered by the California Basic Educational Data System (CBEDS) indicate that students measured as the lowest achieving are five times more likely to have underprepared teachers as they proceed through their school careers. More novice and underprepared teachers are assigned to the state's lowest performing schools that serve a disproportionate number of poor, minority, and EL students. Beginning credentialed teachers are only minimally prepared for the classroom. The preliminary credential is the first step in California's "Learning to Teach" continuum, which is followed by the completion of an induction program in the first two years of teaching. Research suggests that new teachers are less effective, especially in their first year of teaching, than are more experienced teachers.¹⁴ Beginning teachers are often given the most difficult assignments, including multiple preparations, large numbers of EL students, large numbers of students with behavioral problems or academic challenges, large class sizes, or all introductory or remedial classes.

In the previous decade more resources were in place to recruit, prepare, and develop large numbers of teachers. However, state funding and support for teacher recruitment initiatives, such as the Governor's Teaching Fellowships, Teaching as a Priority, that were established in the late 1990s through 2001 to respond to the severe shortages of qualified teachers have been sporadically funded and, in some cases, entirely eliminated due to the state's budget crisis.

The *next steps* for recruiting highly qualified teachers are to:

1. Develop initiatives for recruitment and retention of highly qualified teachers that include:
 - Statewide teacher recruitment centers that provide online information regarding teaching opportunities and submission of applications
 - Teacher recruitment incentives, including signing bonuses, salary enhancements, improved working conditions, and housing subsidies as well as bonuses and differential pay in the teacher shortage areas of science and mathematics, English learners, and special education

¹² C. E. Esch and others, *The Status of the Teaching Profession, 2005*. Center for the Future of Teaching and Learning, 2005, p. 46.

¹³ Ibid.

¹⁴ E. A. Hanushek and others, "The Market for Teacher Quality." NBER Working Paper Series. Working Paper 11154. Cambridge, Mass.: National Bureau of Economic Research, 2005 (retrieved from <http://www.nber.org/papers/w11154>).

- Recruitment of individuals from high tech industry, state and federal government, and the military to become teachers (e.g., Troops to Teachers Program)
 - Credential reciprocity with other states to facilitate recruitment of teachers from out of state
2. Provide incentives for the equal distribution of the most well-prepared and highly qualified teachers at schools throughout the state, including:
 - Bonuses for the assignment or transfer of highly qualified teachers to hard-to-staff and low-performing schools that serve poor, minority, EL, and special education students
 - Bonuses for National Board-certified teachers working in low-performing schools
 - Increased funding for the Assumption Program of Loans for Education (APLE), a program of loan forgiveness for teachers who work at low-performing schools
 3. Expand funding for state and federal programs that increase the number of individuals with diverse cultural and linguistic backgrounds to become teachers:
 - Paraprofessional Teacher Training Program, Bilingual Teacher Recruitment Program, Teaching Fellows Program, and Career Ladder in Special Education¹⁵
 - High school teacher partnership academies to recruit high school students
 - College California Mini Corps and California Teacher Corps programs to recruit college students

Enhancing Preservice Education for Teachers

All preservice teacher education programs must provide candidates with a comprehensive understanding of the subject they teach, a thorough foundation in student development and ways in which students learn, and strategies to facilitate student learning. Programs must be closely linked to the California kindergarten-through-grade-twelve (K–12) academic content standards, curriculum frameworks, SBE-adopted instructional materials, and assessments. All teachers must be provided with a thorough foundation in research-based methodology for the teaching of reading and strategies that facilitate the academic success of diverse student populations, including EL students and students with special needs. Preservice programs must provide a balance between educational theory and classroom practice that includes extensive time in classrooms with master teachers to develop and refine instructional strategies.

Currently, a majority of California's teachers obtain their credential through a traditional teacher preparation program that includes earning a four-year bachelor's degree and a fifth year of teacher preparation that includes student teaching with a master teacher. Teachers who successfully complete this program receive a five-year preliminary

¹⁵ *Annual Report on California Teacher Preparation Programs Academic Year: 1999-2000*. Sacramento: California Commission on Teacher Credentialing, 2000.

credential. A professional clear credential is obtained after the teacher completes an induction program that includes course work and reflections designed to refine teaching practices during the first two years of teaching.

In 1998 California restructured its teacher credentialing process under Senate Bill (SB) 2042 (Alpert/Mazzoni, Chapter 548, Statutes of 1998). This legislation provided increased flexibility for becoming a teacher in California through a variety of alternative teacher credential programs that include the following: district and university pre-intern, intern, and partnership programs that allow participants to be employed as teachers while completing a credential program; college and university blended programs that allow teacher candidates to complete their teaching preparation in conjunction with their undergraduate course work, such as the California Teach: One Thousand Teachers—One Million Minds; and such programs as the Troops to Teachers program that allows individuals from the military who are seeking second careers to be employed as a teacher while obtaining a credential.

All alternative teacher credential programs are aligned to the state's teacher preparation standards and to state-adopted kindergarten-through-grade-twelve academic content standards. Alternative credential programs meet the same standards as traditional credential programs and are accredited by the California Commission on Teacher Credentialing (CCTC). As with traditional credential programs, all alternative program candidates complete a two-year induction program of support and formative assessment during the first two years of their teaching career to obtain a professional clear credential.¹⁶

The *next steps* for enhancing preservice education for teachers are to:

1. Develop exemplary teacher preparation programs capable of preparing highly qualified and effective teachers with the skills necessary to meet the challenge of teaching California's diverse student population:
 - Provide teacher education instruction closely linked to California's K–12 academic standards, curriculum frameworks, and SBE-adopted instructional materials for kindergarten through grade eight, standards-aligned materials for grades nine through twelve, assessments, and instruction in the analysis and use of student data.
 - Provide all teachers with an in-depth knowledge of the subjects they teach and an understanding of research-based methodology for the teaching of reading and strategies that facilitate the academic success of diverse student populations, including EL students and students with special needs.
2. Expand and adequately fund alternative teacher credential programs, including:
 - Blended university programs that allow teachers to obtain a four-year degree while obtaining a credential

¹⁶ California Beginning Teacher Support and Assessment. BTSA Basics. California Department of Education. http://www.btsa.ca.gov/btsa_basics.html

- District-university partnerships that provide alternative teacher credentialing programs
- District and university pre-intern, intern, and paraprofessional teacher training programs
- Programs for individuals from state and federal government seeking second careers

Expanding Induction for Beginning Teachers

The knowledge necessary for successful teaching lies in three domains: (1) deep knowledge of the subject matter (e.g., math, science, history–social science) and skills (e.g., reading and writing) that are to be taught; (2) expertise in instructional practices that cut across specific subject areas, or *general pedagogical knowledge*; and (3) expertise in instructional practices that address the problems of teaching and learning associated with specific subjects and bodies of knowledge, referred to as *pedagogical content knowledge*.¹⁷

Beginning teachers need to strengthen their knowledge of content and deepen their skills in pedagogy and the use of instructional strategies with guidance from experienced teachers.¹⁸ In California beginning teachers are required to successfully complete an induction program to refine their teaching practices during their first two years of teaching as a requirement for earning a professional clear credential. In 1992 the Beginning Teacher Support and Assessment (BTSA) program was established to provide new teachers with high-quality professional development based on the California Standards for the Teaching Profession and support from experienced teachers. In 1998 California substantially revised the California Commission on Teacher Credentialing standards for the teaching profession under SB 2042, which allowed local educational agencies, county offices of education, and institutions of higher education to develop induction programs to best meet the individual needs of the student populations they serve.

All induction programs are responsible for meeting the requirements of the Standards of Quality and Effectiveness for Professional Teacher Induction Programs.¹⁹ All induction programs include training on strategies to support the learning of special populations of students. BTSA/Induction programs are being implemented in 95.8 percent of the schools in California. A recent study found that of the teachers who participated in a BTSA program, 84 percent continue teaching after five years.²⁰ Full funding for the participation of teachers in the second year BTSA/Induction program would enhance the retention of new highly qualified teachers. Extending the BTSA/Induction program to

¹⁷ Richard F. Elmoore, "Bridging the Gap Between Standards and Achievement." Paper written for the Albert Shanker Institute, New York, 2002, p. 17.

¹⁸ *Designs for Learning*. Sacramento: California Department of Education, 1998.

¹⁹ *Standards of Quality and Effectiveness for Professional Teacher Induction Programs*. Sacramento: California Commission on Teacher Credentialing, March 2002, p. 6.

²⁰ California Commission on Teacher Credentialing, Annual Retention Surveys. Sacramento.

provide additional professional learning opportunities for teachers in their third, fourth, and fifth years of teaching would further enhance the development of highly qualified teachers.

The *next steps* for induction for beginning teachers are to:

1. Provide full funding for the participation of new teachers in the second year BTSA/Induction program to meet the challenges of developing and retaining highly qualified teachers.
2. Expand the BTSA/Induction program to teachers in their third, fourth, and fifth years of teaching to provide additional professional learning.

Providing High-Quality Professional Development for Experienced Teachers

Professional development is at the center of the practice of improvement. It is the process by which we organize the development and use of new knowledge in the service of improvement.²¹

Experienced teachers need high-quality, research-based, sustained professional growth to remain effective teachers. Experienced teachers in California are required to complete 150 hours of professional development every five years to renew their teaching credentials. Teachers develop predetermined professional development plans that are designed to extend their knowledge, skills, and practice. Teacher professional development plans are focused on one or more specific areas of concentration, such as increasing content knowledge in reading or mathematics. Effective professional development plans include goals that are aligned with the individual school goals and the students served and include the evaluation of progress toward the goals.

Four important instruments are available to assist teachers in identifying areas for their 150 hours of professional growth and learning: (1) the California state content standards; (2) the California curriculum frameworks; (3) the California Standards for the Teaching Profession (CSTP); and (4) the National Board for Professional Teaching Standards (NBPTS).

- The California state content standards, adopted in each core subject area, are the most academically rigorous in the nation. The content standards provide the foundation for alignment of curriculum, instruction, assessment, teacher preparation, and professional development.
- The California curriculum frameworks for each subject area provide a framework for teacher development of rigorous and coherent curriculum and instruction to ensure that all students meet or exceed the state academic content standards.

²¹ Richard F. Elmoore, "Bridging the Gap Between Standards and Achievement." Paper written for the Albert Shanker Institute, New York, 2002, p. 32.

- The California Standards for the Teaching Profession are designed to be used by teachers throughout their professional careers and to assist them in formulating professional goals to refine their teaching practice. The section “Developing as a Professional Educator, Standard Six” of the CSTP encourages teachers to reflect upon their teaching practice; plan their professional development; establish professional goals; pursue opportunities to grow professionally; work with communities, families, and colleagues to improve professional practices; and balance professional responsibilities and maintain motivation.²²
- The NBPTS provides a rigorous measure for experienced teachers through a set of teaching standards that describe the *accomplished* level of teaching for different content areas and grade levels. Completing the requirements for National Board certification provides acknowledgment of and respect for experienced teachers as experts in their fields. This powerful professional development experience can be combined with teacher professional development plans.²³

One of the state’s most comprehensive professional development programs provided for California teachers is the Mathematics and Reading Professional Development program, authorized by the state Legislature in 2001 under Assembly Bill (AB) 466. Teachers who participate in the Mathematics and Reading Professional Development program receive training in two phases. The first phase consists of a 40-hour institute focused on the SBE-adopted instructional materials, curriculum frameworks, and content standards and on current research. The second phase is focused on an 80-hour follow-up training. AB 466 is due to “sunset” in June 2006. There is a critical need for the reauthorization of the Mathematics and Reading Professional Development program so that teachers will be assured of continued access to this important professional development opportunity.

Another professional development program for K–12 teachers is the California Subject Matter Projects (CSMPs). The CSMPs have played an important role in developing the subject matter expertise and leadership capacity of California’s teachers for almost 30 years. Nine subject matter projects, linked to California University and State University faculty and campuses, provide sustained professional development for teachers in reading and literature, writing, mathematics, science, history–social science, foreign language, international studies, physical education and health, and the arts.

Current research has identified two promising approaches for providing sustained professional growth for new and experienced teachers—coaching and professional learning communities. Coaching involves using experienced and trained teachers to provide content-focused professional development and support for new and less experienced teachers. Schools and teachers benefit when coaching is included as a

²² *California Standards for the Teaching Profession*. Sacramento: California Commission on Teacher Credentialing and California Department of Education, 1997, p. 18.

²³ M. Usdan, B. McCloud, and M. Podmostko, *Leadership for Student Learning: Redefining the Teacher as Leader*. A Report of the Task Force on Teacher Leadership. Washington, D.C.: Institute for Educational Leadership, 2001.

part of the school's professional development plan. When employed and supported effectively, instructional coaching enhances district professional development systems by providing school and central office personnel with sustained, targeted supports to build knowledge, improve practice, and promote student achievement.²⁴

Professional learning communities involve all professionals in the school in coming together to share their knowledge and expertise. Professional learning communities are being used by many schools to support their professional development efforts.²⁵ This method builds on collaborative relationships among all professionals in the school community, including teachers, school administrators, and other key stakeholders who meet on a regular basis to share content knowledge, review student data, determine instructional strategies, and monitor student progress. School leaders play a key role in fostering the success of professional learning communities: "Schools that operate under this concept engage the entire group of professionals in coming together for learning within a supportive, self-created community. Multiple sources of knowledge and expertise are shared and new concepts are part of the learning experience. Teacher learning is more complex, deeper, and more fruitful."²⁶

Research indicates that there are two pathways for teachers who would like to extend their professional career. One pathway involves becoming a teacher leader. The second pathway involves becoming a school administrator. Both pathways involve leadership roles necessary for increased student academic achievement and overall school improvement. It is important to find ways that teachers' leadership abilities can be used without teachers leaving the classrooms to become administrators.

Effective schools distribute leadership responsibilities among many individuals. Teacher leaders benefit as they serve the school, its faculty, and its students.²⁷ Jonathan Supovitz describes three specific forms of distributed leadership: the preparation of teacher specialists within schools who act as advocates for new forms of teaching and serve as coaches to their peers; the devolution of authority to teams of teachers who are responsible for making instructionally related decisions and whose leaders serve on school councils; and the employment of full-time coaches and literacy or mathematics coordinators within comprehensive school reform designs.²⁸

Teacher leaders model effective instructional practices, assist teachers with building expertise, serve in leadership roles on committees, and set the tone for the learning

²⁴ Debie King and others, *Professional Development Strategies That Improve Instruction: Instructional Coaching*. Providence, R.I.: Annenberg Institute for School Reform, Brown University, 2005, p. 1.

²⁵ Dennis Sparks, *Designing Powerful Professional Development for Teachers and Principals*. Oxford, Ohio: National Staff Development Council, 2002.

²⁶ Cathy Berlinger-Gustafson, "Building Professional Learning Communities." Presentation in support of the Florida Professional Development System Evaluation Protocol. Florida, May 2004, p. 1.

²⁷ Dennis Sparks, *Designing Powerful Professional Development for Teachers and Principals*. Oxford, Ohio: National Staff Development Council, 2002, p. 8.

²⁸ Jonathan Supovitz, "Manage Less, Lead More," *Principal Leadership: High School Edition*, Vol. 1, No. 3 (November 2000), 14–19.

environment within a school. Teacher leaders create enduring change that improves student learning and has a profound impact on the professional lives of newer, less experienced teachers. Teacher leaders must be prepared and knowledgeable about all facets of professional learning, including adult learning theories, effective instructional practices, lesson study, and coaching strategies. Currently, there is no state-sponsored professional development to support teachers who are interested in becoming teacher leaders. The state needs to expand programs that address teacher leadership development.

The *next steps* for professional development for experienced teachers are to:

1. Reauthorize the Mathematics and Reading Professional Development Program that provides teachers with sustained professional development.
2. Provide funding for a Science and History/Social Science Professional Development Program.
3. Support new legislation for teacher leadership training for experienced teachers to serve as coaches and in leadership roles that support teaching and learning.

Developing Highly Qualified Administrators

Political momentum for strong educational accountability policies has been building for the past two decades. Professional organizations, foundations, and policymakers have contributed extensive recommendations and proposals on how to improve local administrative practices. A review of the literature on leading school improvement for the Southern Regional Education Board describes some of the intense activity. In 1987 the National Commission on Excellence in Educational Administration (NCEE) published *Leaders for America's Schools*, widely acknowledged as a pivotal document that called for reform in preparing educational leaders. The report blasted recruitment practices, inattention to instructional leadership, shoddy professional development, low licensure standards, and inattention to real-world problems and experience. The NCEE report sparked the creation of the National Policy Board for Education Administration (NPBEA), which published two reports of its own: *Improving the Preparation of School Administration; An Agenda for Reform* (1989) and *Alternative Certification for School Leaders* (1990). These, too, recommended revising core curricula to emphasize instructional practice and ethics, raising standards for licensure and certification, and relying more heavily on clinical experience and other forms of field-based preparation. Building further on these efforts, NPBEA—in collaboration with the Council of Chief State School Officers and with support from the Pew Charitable Trusts and the Danforth Foundation—established the Interstate School Leaders Licensure Consortium.²⁹

²⁹ *State Policy Framework to Develop Highly Qualified Educational Administrators for California Schools*. Prepared by The Council of Chief State School Officers, 2005, pp. 32-33.

At the Interstate Consortium on School Leadership meeting to address problems of administrator supply, participants agreed with recent research reports indicating that the overall supply of licensed applicants is not the real issue since the current number of licensed professionals is adequate to fill vacancies. They concluded that the main problems in relation to recruitment and retention are:

1. *Applicant quality*, meaning that although there are adequate numbers of people with required administrative certification in some areas, most applicants are not well prepared to meet professional standards or the requirements of NCLB
2. *Applicant distribution*, meaning that the numbers of certified and qualified applicants are not adequate to fill vacancies in specific geographic areas or in specific positions, such as secondary principals, principals in rural areas and high-needs schools, and superintendents in rural and urban districts
3. *Adequate data for planning*, meaning that data need to be more specific about quality, location, reasons for turnover, and the impact of state efforts to recruit and retain qualified administrators³⁰

Recruiting Highly Qualified Administrators

In addition to the teacher shortages projected to occur over the next decade, California will also be facing a growing shortage of school administrators because of the wave of baby boomers projected to retire from the profession and the problem of not enough well-prepared, highly skilled administrators choosing to work as principals and superintendents. More than 23,000 administrators now serve in schools, central offices, and county offices, and another 11,000 educators possess the necessary credentials to serve in administrative posts. In a 1999 Association of California School Administrators (ACSA) survey of 376 superintendents around the state, 90 percent reported a shortage in the pool of candidates for the last advertised high school principal opening, 84 percent reported a shortage of middle school candidates, and 73 percent reported a shortage of elementary school principal candidates.³¹

Educational leaders face increasing responsibilities for across-the-board improvements in student academic achievement in a highly public, high-stakes accountability environment. In particular, the scope and urgency of principals' and superintendents' work have increased dramatically. Many individuals who do hold administrative credentials are not choosing to work as a principal or superintendent, and many teachers who traditionally make up the pool of potential administrators are not choosing to pursue a career in administration.

³⁰ Ibid., p. 38.

³¹ *The Recruitment and Retention of California School Administrators*. A Report by the Association of California School Administrators Task Force on the California School Administrator Shortage. Sacramento: Association of California School Administrators, 2001.

The National Association of Elementary School Principals, the National Association of Secondary Principals, and the Educational Research Service conducted a survey of those who hire principals to learn what factors appear to discourage potential applicants for these jobs. The most frequently cited reasons were the stress of the job, the time demands, and insufficient compensation for the job responsibilities. The ACSA 1999 California survey mirrors the national findings, noting that money, stress, and long hours have taken their toll on districts' abilities to attract qualified candidates for principal positions.

These new challenges present school districts with a two-pronged dilemma. They must find enough individuals willing to take these more difficult jobs. Then, among this group, they must identify enough well-prepared and highly skilled individuals capable of meeting the challenges of implementing California's high stakes, high-accountability system.³² Few districts have "aspiring administrator" programs to identify and begin developing prospective leaders; more and more districts find themselves without an adequate pool of prospective administrators.

The *next steps* for recruiting highly qualified administrators are to:

1. Develop new approaches to recruit administrators, including modifying the credentialing requirements to attract potential administrators from beyond the traditional pipeline of experienced teachers who self-select into the profession through university-based course work.
2. Provide funds for incentives for district recruitment of highly qualified administrators who have the knowledge, skills, and experience to support teaching and learning.
3. Develop programs to recruit and support aspiring administrators.

Enhancing Preservice Education for Administrators

Research confirms that leadership is second only to classroom instruction among all school-related factors that contribute to what students learn at school.³³ Preservice education programs for administrators must provide candidates with a strong foundation in the state's K–12 academic content standards and frameworks, SBE-adopted instructional materials, and assessments and the leadership skills needed to meet the needs of California's diverse student population. Candidates must be provided with a balance between administrative theory and educational practice, including intensive support involving mentoring and coaching in school settings by experienced successful administrators.

Research on administrator preparation and development programs indicates that effective programs are research-based, have curricular coherence, provide experience

³² Jackie Teague, Barbara Miller, and Mary Perry, "Help Wanted: Top Administrators to Lead California's Schools," *EdSource* (March 2001), p. 2.

³³ *State Policy Framework to Develop Highly Qualified Educational Administrators*. Prepared by The Council of Chief State School Officers, 2005, p. 31.

in authentic contexts, use cohort groupings and mentors, and are structured to enable collaborative activity between the program and area schools.³⁴ Many individuals responsible for hiring superintendents and principals say that many candidates applying for openings are often not adequately prepared to manage the complex responsibilities before them. In the meantime administrators themselves report feeling underprepared or improperly trained to deal with some aspects of their changing roles and challenging local circumstances. Among superintendents who responded to the ACSA 1999 survey, 28 percent reported that the preparation of recent candidates for principal positions was indeed inadequate. Only 7 percent said the preparation was excellent.³⁵

California needs high-quality, effective administrator training programs, including a wide variety of alternative credential programs that include district and university partnerships that provide intensive training in school leadership and the skills to support teaching and learning through hands-on, in-school experiences.

The *next steps* for enhancing preservice education for administrators are to:

1. Develop high-quality, preservice education programs for administrators that provide candidates with the strong foundation in the state's K–12 academic content standards and frameworks, SBE-adopted instructional materials, and assessments and the leadership skills needed to meet the needs of California's diverse student population (similar to the Principal Training Program).
2. Develop a wide variety of alternative administrator credential programs, including district and university partnerships that provide intensive training in school leadership and the skills to support teaching and learning through hands-on, in-school experiences.

Implementing Induction Program for Beginning Administrators

Most California school administrators receive their preservice education through traditional programs offered by institutions of higher education. After the preliminary training, candidates have five years to obtain their first administrative position and complete their second-tier program for a professional clear credential. These second-tier programs are generally provided by colleges and universities during evening and weekend classes with a variety of different arrangements made for mentoring. Although some of these programs are outstanding, dissatisfaction with the model prompted the California Legislature to allow for the development of alternative approaches. Beginning administrators work in diverse contexts and are learning on the job in a very high-stakes, high accountability environment. The support of a one-to-one coach who is

³⁴ S. Davis and others. *School Leadership Study: Developing Successful Principals*. Stanford: Stanford Educational Leadership Institute, 2005, p. 27.

³⁵ Jackie Teague, Barbara Miller, and Mary Perry, "Help Wanted: Top Administrators to Lead California's Schools." *EdSource* (March 2001), p. 10.

available for personalized coaching offers a level of individualization and relevance not possible in a classroom setting.³⁶

The New Teacher Center at the University of California, Santa Cruz, and ACSA have implemented an innovative program of administrator induction leading to professional certification. This program involves the one-on-one coaching for three hours a month provided by a certified School Leadership Coach. All participants have preliminary certification, which means that they have the basics of school leadership. The coach's job is to help participants climb the steep learning curve that links theory, aspiration, and vision to the daily realities of school leadership.³⁷ The New Teacher Center's research on the effects of coaching-based principal induction demonstrates that principals receiving this type of support are more proactive and focused on systemic instructional issues than are principals who do not receive such support.³⁸ California now provides extensive support to its first- and second-year teachers through the BTSA program. However, there is no state-funded program that provides induction and support for beginning administrators. In the high-stakes accountability environment, administrators are being asked to become instructional leaders steeped in curriculum, instruction, and assessment who can coach, teach, develop, and distribute leadership to those in their charge.³⁹ The state needs to develop high-quality induction programs for beginning administrators that include a wide variety of alternative programs offered through district and university partnerships.

The *next steps* for induction programs for beginning administrators are to:

1. Provide funding for the development of high-quality induction programs for beginning administrators that include mentoring and coaching by experienced administrators.
2. Provide funding for the development of a wide variety of alternative induction programs for beginning administrators, including district and university partnerships.

Implementing High-Quality Professional Development for Administrators

Research confirms the importance of strong leadership for district and school improvement, particularly in turning around low-performing districts and schools.⁴⁰ High-quality, research-based, sustained professional development for administrators must

³⁶ Gary Bloom, Duff L. Danilovich, and Janet Fogel, "Passing the Baton," *Association of California School Administrators Leadership*, Vol. 34 (September/October 2005), 31.

³⁷ Ibid.

³⁸ M. Strong, A. Barret, and G. Bloom, *Supporting the New Principal: Managerial and Instructional Leadership in a Principal Induction Program*. Center for the Future of Teaching and Learning, 2003.

³⁹ Dennis Sparks, *Designing Powerful Professional Development for Teachers and Principals*. Oxford, Ohio: National Staff Development Council, 2002, p. 72.

⁴⁰ *State Policy Framework to Develop Highly Qualified Educational Administrators*. Prepared by The Council of Chief State School Officers, 2005, p. 31.

focus on leadership skills for improving teaching and learning. In particular, principals play a critical role in supporting the professional learning of both beginning and experienced teachers. Developing the knowledge, skills, and leadership ability of principals and other key administrators who support teaching and learning is essential to improving the academic performance of California's students.

Currently, the only state-funded professional development that supports administrators is the Principal Training Program that provides 80 hours of intensive training and 80 hours of follow-up that include the following components: Leadership and Support of Student Instructional Programs, Leadership and Management for Instructional Improvement, and Instructional Technology to Improve Pupil Performance. Training is closely aligned with the Mathematics and Reading Professional Development program that includes training on the state content standards, frameworks, and SBE-adopted instructional materials. Training under the Principal Training Program is available only for practicing administrators. The state needs to develop and expand programs to address leadership development that includes training and support through mentoring and coaching by experienced, successful administrators, such as the Boston Principal Fellowship Program and others.⁴¹

The *next steps* for high-quality professional development for administrators are to:

1. Implement high-quality research-based professional development for new and experienced administrators that includes intensive supports, such as mentoring and coaching by experienced administrators.
2. Increase funding for the Principal Training Program to expand professional development opportunities for all administrators.

⁴¹ WestED, *Innovative Pathways to School Leadership*. ED-01-CO-0012. Washington, D.C.: U.S. Department of Education, Office of Innovation and Improvement, 2004, p. 31.